State of Alaska FY2008 Governor's Operating Budget

Department of Health and Social Services
Juvenile Justice
Results Delivery Unit Budget Summary

Juvenile Justice Results Delivery Unit

Contribution to Department's Mission

The Division of Juvenile Justice (DJJ) provides a comprehensive array of services for juveniles who have committed delinquent offenses, beginning at the point that law enforcement officers identify or apprehend juvenile offenders. The Division is responsible for conducting intake interviews for these offenders; providing short-term detention when necessary; diverting juveniles from the formal court process as appropriate; providing formal probation supervision; providing court ordered institutional treatment and community re-integration (aftercare). The Division's mission is to hold juvenile offenders accountable for their behavior, promote the safety and restoration of victims and communities, and assist offenders and their families in developing skills to prevent crime.

Core Services

Short-term Secure Detention

- Court ordered institutional treatment for juvenile offenders
- Intake investigation and outcome
- Probation Supervision and Monitoring
- Juvenile Offender Skill Development

The Division performs probation intake and supervision functions statewide and operates secure juvenile facilities in Anchorage (McLaughlin Youth Center), Palmer (Mat-Su Youth Facility), Kenai (Kenai Peninsula Youth Facility), Fairbanks (Fairbanks Youth Facility), Juneau (Johnson Youth Center), Bethel (Bethel Youth Facility), Nome (Nome Youth Facility) and Ketchikan (Ketchikan Regional Youth Facility). Probation offices are located in these same communities as well as Sitka, Prince of Wales, Kodiak, Palmer, Dillingham, Homer, Valdez, Barrow and Kotzebue.

End Results	Strategies to Achieve Results
A: Outcome Statement #1 Improve the ability to hold juvenile offenders accountable for their behavior.	A1: Strategy 1a: Improve the timeliness of response to juvenile offenses.
Target #1: Improve the ability to collect ordered restitution at the time of case closure to 100% of what was ordered. Measure #1: Percentage of ordered restitution collected at the time of case closure compared to what was ordered. Target #2: Improve the amount of community work service performed by juvenile offenders to 100% of what was ordered. Measure #2: Percentage of community work service hours performed by juvenile offenders compared to what was ordered.	Target #1: Seventy-five percent of juvenile referrals will receive an active response within 30 days from the date that the report is received from law enforcement (see note below). Measure #1: The percent of delinquency referrals receiving an active response from juvenile probation within 30 days of the date the complete referral is received from law enforcement. A2: Strategy 1b: Improve the satisfaction of victims of juvenile crime.
	Target #1: Develop a process to track victims' satisfaction with juvenile justice services. Measure #1: Implementation of a process and/or protocol to record and assess victims' satisfaction with juvenile justice services. A3: Improve the Division's success in achieving compliance with audit guidelines for juvenile probation officers as specified in the DJJ field probation policy and procedure manual.

Results Delivery Unit — Juvenile Justice
Target #1: All field probation units will achieve an average
of 95% compliance with all probation audit standards for
each one-year period measured.
Measure #1: Average % of all probation audit standards
met by probation officers over the course of the fiscal year.

FY2008 Resources Allocated to Achieve Results					
Personnel: FY2008 Results Delivery Unit Budget: \$48,638,400 Full time 445					
	Part time	4			
	Total	449			
	Total	449			

Performance Measure Detail

A: Result - Outcome Statement #1 Improve the ability to hold juvenile offenders accountable for their behavior.

Target #1:Improve the ability to collect ordered restitution at the time of case closure to 100% of what was ordered.

Measure #1: Percentage of ordered restitution collected at the time of case closure compared to what was ordered.

Year	Amt Ordered	Amt. Completed	% of Amt Ordered	Goal
2004	\$160,165.43	\$144,140.73	90.0%	100%
2005	\$70,911.20	\$69,343.23	97.8%	100%
2006	\$54,420.30	\$52,349.60	96.2%	100%

Amount completed is amount at case closure.

Analysis of results and challenges: This measure provides a gauge of the Division's effectiveness in assisting youths in their efforts to make reparations to those impacted by their criminal behavior. Juvenile probation officers are responsible for ordering and monitoring payments made outside the formal court system. Restitutions assigned through informal procedures are included in this measure, as are assignments of Permanent Fund Dividends made by juvenile probation officers. The amount of restitution reported as paid is that amount provided by the youth at the time of case closure. Restitutions tracked and gathered through youth courts and other community diversion programs are not included in this measure for FY 06. Since January 1, 2002, restitution payments by juveniles who are processed formally through the Alaska Court System have been tracked, collected, and reported by the Alaska Department of Law Collections & Support Unit and those restitution payments are also not included in this analysis.

The reduction in restitution ordered and paid in FY 06 through informal court processes may primarily be due to two factors: First, in the years since the Department of Law took over the restitution collections function, probation officers have gradually had fewer formal court-ordered restitutions to manage. Formal court-ordered restitutions are typically much larger than informally ordered restitutions that make up the final measure this year. Second, in previous years some probation offices counted restitutions that were ordered and collected from youth referred to youth courts. These restitutions are no longer counted in this measure since this would credit the Division with work that outside agencies are doing.

The Division this year integrated restitution tracking procedures into its Juvenile Offender Management Information System. It is believed that this change has resulted in more thorough and accurate reporting of restitution than in years past. Despite the overall decline in raw dollars ordered and collected, the percentage collected by DJJ staff remained high, indicating that DJJ staff continue to demonstrate a high degree of effectiveness in collecting on restitution payments they order.

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Note: FY 06 data for this measure was retrieved from the JOMIS report, "Statewide Summary Restitution Report," on August 8, 2006.

Target #2:Improve the amount of community work service performed by juvenile offenders to 100% of what was ordered.

Measure #2: Percentage of community work service hours performed by juvenile offenders compared to what was ordered.

Community Work Service Hours

Fiscal Year	Hrs Ordered	Hours Completed	Percentage	Goal
FY 2004	24,379	23,720	96%	100%
FY 2005	34,167	30,642	90%	100%
FY 2006	33,214	27,429	82%	100%

Hours completed are at closure of service record.

Analysis of results and challenges: Like restitution, community work service is a way for juveniles to repair harm caused to those impacted by juvenile crime. This performance measure reports the percentage of community work service performed for cases in which community work service was ordered either through formal, court-ordered processes or informal processes directed by a juvenile probation officer. The record of community work service must have been closed in FY 06 to be included in this measure. Community work service ordered through youth courts or other alternative justice processes are not included.

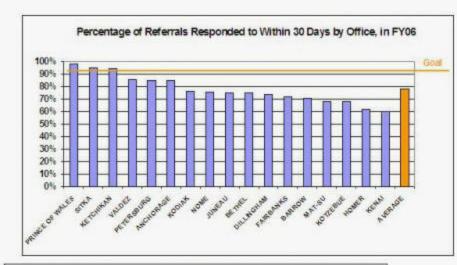
The percentage of community work service completed to what was ordered appears to have declined this year. This is likely due to changes in reporting of this measure. FY 06 marked the first full year that Community Work Service was tracked through the Division's Juvenile Offender Management Information System. In preparation for this change several inconsistencies and differences in the way offices tracked community work service were revealed. The Division recognized these concerns and has set explicit guidelines on how this information is to be entered in JOMIS. In the coming year we will monitor this information to make sure it is as accurate and complete as possible.

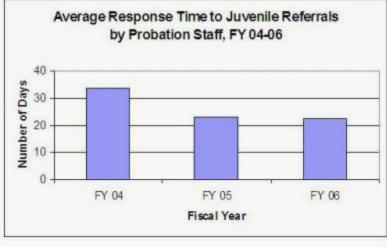
Note: FY 06 data for this measure was retrieved from the JOMIS report, "Statewide Summary Community Work Service Report," on August 15, 2006.

A1: Strategy - Strategy 1a: Improve the timeliness of response to juvenile offenses.

Target #1:Seventy-five percent of juvenile referrals will receive an active response within 30 days from the date that the report is received from law enforcement (see note below).

Measure #1: The percent of delinquency referrals receiving an active response from juvenile probation within 30 days of the date the complete referral is received from law enforcement.





Analysis of results and challenges: This measure enables the Division to monitor the percentage of cases that receive an active response within the target response time of 30 days. An "active response" is defined by the Division as one of three possible actions by staff to deal with the delinquency report (see note below). Research indicates that in order to be effective, responses to juvenile crime must be timely and appropriate to the level of the offense. The first chart above illustrates the percentage of referrals that received a response within 30 days of the date the referral was received by each office in Alaska. The statewide average percentage of referrals that received a response within 30 days was 78%, exceeding the goal of 75%. The second chart

illustrates the average number of days it took to actually respond to all referrals relative to previous years' data. The average response time in FY 06 was 22.4 days. FY 06 marked the second year that the Division was able to provide response time information through a streamlined procedure in the Juvenile Offender Management Information System (JOMIS).

Note: Delinquency reports, or "referrals" included in this analysis were those received in the fiscal year that resulted in one of the following actions: Referral Screening (review of the police report and either closing the referral or it being forwarded to a community accountability program, such as youth court). Petition Filed (resulting in an adjudication or dismissal by the court), or Intake Interview (which may result in referral being adjusted, dismissed, petitioned, or forwarded to a community accountability program).

*Referral: A request for a Division of Juvenile Justice response service following the arrest of a juvenile or submission of a police investigation report alleging the commission of a crime or violation of a court order by a juvenile offender.

A2: Strategy - Strategy 1b: Improve the satisfaction of victims of juvenile crime.

Target #1:Develop a process to track victims' satisfaction with juvenile justice services.

Measure #1: Implementation of a process and/or protocol to record and assess victims' satisfaction with juvenile justice services.

Analysis of results and challenges: The Division made significant progress this year in meeting this qualitative objective. The Division designed a victims' satisfaction survey to gauge victim satisfaction both soon after the juvenile delinquency episode and two years after their case has been processed. The Department's Finance and Management IT Section linked the survey to a website and database to enhance the ability for victims to report their experience with juvenile justice services. As of November 2006, the application needs to be tested by the Division and piloted in one of our probation offices so that statewide policies and procedures can be developed to guide its use.

A3: Strategy - Improve the Division's success in achieving compliance with audit guidelines for juvenile probation officers as specified in the DJJ field probation policy and procedure manual.

Target #1:All field probation units will achieve an average of 95% compliance with all probation audit standards for each one-year period measured.

Measure #1: Average % of all probation audit standards met by probation officers over the course of the fiscal year.

Avg Audit Compliance Rate

Fiscal Year	Quarter 1	Quarter 2	Quarter 3	Quarter 4	YTD Total	Target	Variance
FY 2005	95.2	95.8	94.3	94.7	95%	95%	0
FY 2006	96.0	95.0	95.0	93.0	95%	95%	0

In FY05, the division had 84 juvenile probation officer positions. Not all of those positions carry caseloads and at the time that the probation officers were audited, some of the positions were vacant. The total number of case carrying probation officers is approximately 75.

Analysis of results and challenges: The data indicates that juvenile probation officers have been successful in meeting the goal of 95% audit compliance. This measure monitors the Division's success in achieving compliance with audit guidelines for juvenile probation officers as specified in the DJJ Field Probation Policy and Procedure Manual. Supervisory audits of each probation officer's caseload are conducted on a quarterly basis. These are used as a constructive means to assess an officer's performance in carrying out the required duties of the position and to ensure the delivery of appropriate services to each client. Data was collected for each quarter of the fiscal year as demonstrated above. In the coming year, the Division will be examining the format and method used to conduct audits of probation casework to attempt to make these audits an even more useful tool in determining the quality of juvenile probation officers' work.

Key RDU Challenges

Several of the Division's juvenile facilities lack sufficient permanent staffing to be able to provide levels of supervision necessary to ensure the safety, security, and habilitation of the youth. For example, several of Alaska's facilities are unable to conduct an adequate number of room checks recommended to ensure that residents are not at risk of suicide or self-injury, because they lack permanent staff. Other facilities may be unable to reduce the number of hours residents spend in idle, unproductive activity, alone in their rooms, without enough staff to engage these youth in productive activities that can aid in their rehabilitation. Without adequate permanent staff to provide minimum levels of safety and security, facilities make frequent use of non-permanent staff as a means of filling the gaps in supervision levels. Therefore, the Division pays for more non-permanent employees than is necessary and drives up costs for overtime for current staff.

Recruitment of professional staff has become a key challenge for the agency as the Division's workforce ages and longterm dedicated staff (many with 20-30 years of service) retire. In the past couple of years, the components experienced a significant turnover in several key leadership positions, including facility superintendents, regional probation managers, district probation supervisory positions, several long time probation officers and critical positions in the Director's office. The ability to attract qualified applicants to these positions has become increasingly difficult due to reduced benefits and lack of ability to compete with salaries offered for similar positions across the country. This has been a significant issue for rural offices.

An adequately staffed Quality Assurance Unit is needed to ensure that the system improvement initiatives underway since 2003 will result in data that is accurate and sound, and that it is being actively used to make meaningful improvement to Division practices. New risk and needs assessment instruments in probation, and quality assurance standards in facilities, have the potential to allow the Division to make great strides in improving its services and outcomes throughout the juvenile justice continuum. Currently, however, the Division is trying to manage the data and information generated by these projects with just a single employee devoted to quality assurance and oversight. A single employee simply cannot provide the time and energy that all of these projects need to succeed. Many of these initiatives therefore are at risk of failure.

Facility Maintenance and Office Space Shortages: The Division's aging youth facilities are becoming increasingly difficult to maintain as these buildings sustain hard use 24/7 in challenging climates, ranging from the cold arctic climate at the Bethel Facility to the damp climate of Southeast at the Johnson Youth Center. McLaughlin Youth Center, the oldest of the Division's facilities, is in need of significant capital investments due to the age of the treatment cottages and the increasing maintenance requirements for this facility encompassing 18 acres and 11 buildings. Severe overcrowding for probation staff remains a serious concern, with the highest need sites being Anchorage and Bethel. In the Bethel and Anchorage locations, probation officers often share single-person offices, making it extremely challenging to meet with clients or families, conduct thorough and confidential risk/need assessments or interface with service providers to ensure appropriate services to promote positive juvenile outcomes. In addition, the medical suite at the McLaughlin Youth Center is not adequate for the needs of the nurses and medical staff that work there.

Additional key issues are included in the component level narratives.

Significant Changes in Results to be Delivered in FY2008

In FY08 the Division expects to reap some of the benefits of the system improvement initiatives that have been launched over the past few years. These benefits will largely be realized through the system improvement projects that generate data, which will in turn be used to refine and adjust our practices from intake of referrals by probation officers to management of juveniles in detention and treatment facilities, to improve outcomes for juveniles and better determine resource needs. Examples of these system improvements, and how the Division will benefit from them in FY08. include:

Performance-based Standards (PbS), a national, on-going quality assurance process ensures the delivery of safe • and effective services in juvenile facilities. FY08 will see emphasis on incorporating best practice standards into ongoing operations at all 8 Alaska juvenile facilities. PbS data has already been used to improve statewide consistency in the health screenings that are conducted statewide, and has been used to improve practices at individual facilities. PbS will continue to be used to drive development and implementation of individualized facility improvement plans, which will then be used as tools to gauge whether defined goals and outcomes are being successfully met. both on an individual facility basis, as well as from an overall statewide perspective.

- The Detention Assessment Instrument (DAI), a risk-based, structured decision-making tool assists professional staff in determining whether to place youths in secure detention beds statewide. The Division instituted use of the DAI in November 2003 and automated the tool in May 2005. Preliminary data has demonstrated areas in which policies surrounding the use of the tool can be clarified, and has also demonstrated the need for enhancements to the Juvenile Offender Management Information System that will allow for better interface between the DAI module and other aspects of this system.
- The Youth Level of Service/Case Management Inventory (YLS/CMI), an internationally recognized and validated instrument, identifies those youth at high risk of re-offending and the case management they need to end their criminal behavior. In FY07 the Division completed one year of use of this tool through its Probation Services and made changes to the policy regarding its use. By FY08 the Division will supplement its use of the full assessment tool with a "screening" version of the YLS/CMI that serves as a objective tool to help guide intake decisions for juvenile offenders. Implementation of both instruments will help guide case decisions on an individual basis and will also serve to help guide resource decisions at the Division level.
- Aggression Replacement Therapy Training is a highly regarded, nationally recognized curriculum proven to change behavior of youth demonstrating chronic aggressiveness. This curriculum was started in four Alaska youth facilities in FY06, and in FY07 and FY08 will be expanded to include more sites and youth outside the institutional setting, such as youth who are living at home while on probation supervision. The Division hopes to expand training in providing this curriculum to more of the Division's probation staff and community partners in education and nonprofit youth-serving agencies. This curriculum will be delivered according to the prescribed model's requirements to improve outcomes and reduce the likelihood of re-offense for this group of juvenile offenders.

FY08 will see improvement in the level of service and service delivery to victims of juvenile crime. Four full time positions (one for each field probation region of the state) are expected to be filled in FY07, allowing for more directed attention to this critical facet of the juvenile justice service delivery process. These positions will also free up time for field probation officers to spend more time with serious juvenile cases, providing on-going supervision and monitoring. On-going interface with the Office of Victims Rights ensures that the differences between the adult and juvenile systems are recounted to victims; that, along with cross-training of our staff, will also improve services.

Division staff will continue to explore ways in which alternative funding sources, such as Medicaid, can be used to assist with general administrative and case management costs. In FY06, the Division began tracking Medicaid Administrative claiming to recoup costs for administrative services for Medicaid-eligible youth, and expanded its use of Medicaid dollars to fund travel for staff and clients. By FY08, the Division expects to have developed the procedures that will enable probation officers to access Medicaid funds for Targeted Case Management.

The Division will work with its partners in the Office of Children's Services and the Division of Behavioral Health to forward the goals of the Bring the Kids Home project. With support from the Alaska Mental Health Trust and the Alaska Legislature, the Division hired a program coordinator who participates in the Department's Out-of-State Resource Committee, evaluates juvenile justice, behavioral health and other social services referral information, and approves placements and treatment services of non-custody Severely Emotionally Disturbed youth in out-of-state Residential Psychiatric Treatment Centers funded by Alaska Medicaid. The expected results are the development of improved resources within Alaska for youth and improved oversight over the way state Medicaid dollars are spent.

Major RDU Accomplishments in 2006

The Division of Juvenile Justice continued to develop and refine its systemic improvement efforts geared toward improving services and adopting a best-practice approach to juvenile justice to improve juvenile and system outcomes. Specific accomplishments include:

- Successful implementation and automation of the Youth Level of Service/Case Management Inventory (YLS/CMI) in
- Probation Services. The YLS/CMI is designed to aid in assessing the likelihood of a youth's risk to re-offend and in determining appropriate case management.
- Progress by all facilities towards "Level I Data Certification" in the Performance-based Standards (PbS) system.
- Earlier completion of the "candidacy" phase by all facilities demonstrated excellent implementation of the PbS system statewide and readiness for the more rigorous data collection and analysis phases of this program sponsored by the national Council of Juvenile Correctional Administrators and the United States Office of Juvenile Justice and Delinquency Prevention.
 - Continued use of the automated Detention Assessment Instrument to ensure appropriate use of costly and
- restrictive secure detention resources.

- Improved data integrity of the agency's Juvenile Offender Management Information System through the diligent efforts

 of probation staff, facility staff, and supervisors. Created several new management reports designed to provide critical information to probation and facility supervisors as well as statewide administrators.
- Implementation of Aggression Replacement Therapy Training at four juvenile facilities. Implementation of this highly
- regarded national curriculum was accompanied by oversight and support from the Division Director's Office to ensure appropriate adherence to the program design and the best outcomes possible.
- Greater attention to mental health needs of youth, as demonstrated by the Division's hiring or contracting with
- mental health clinicians at all facilities. These mental health clinicians have allowed facilities to provide better services and resources, particularly for residents with the most serious mental health issues. The mental health clinicians also provide staff training and consultation, resident evaluation and assessment, crisis stabilization and intervention, and individual sessions with seriously disturbed youth.
- Substance abuse treatment services continue to develop and expand within the facilities' programs. Additional group
- programs related to substance abuse have been added to allow residents to receive these needed services in a timely manner. Several McLaughlin Youth Center staff were seeking certification or are already certified as Substance Abuse Treatment Counselors.
- The Division continued to provide thousands of hours of community service to a variety of state, federal, and nonprofit agencies, ranging from stream bank restoration to growing vegetables in the summer and donating them to the local food bank.

Additional accomplishments are listed in the individual component narratives.

Contact Information

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EV2006 Actuals	EV2007 Management Plan
	RDU Financial Summary by Component
	Juvenile Justice

All dollars shown in thousands

	FY2006 Actuals			F	FY2007 Management Plan				FY2008 Governor			
	General	Federal	Other	Total	General	Federal	Other	Total	General	Federal	Other	Total
	Funds	Funds	Funds	Funds	Funds	Funds	Funds	Funds	Funds	Funds	Funds	Funds
Formula												
Expenditures None.												
None.												
Non-Formula												
Expenditures McLaughlin	12,321.8	61.0	355.2	12,738.0	13,133.2	50.0	411.0	13,594.2	14,540.6	50.0	411.0	15,001.6
Youth Center	12,021.0	01.0	000.2	12,700.0	10,100.2	00.0	111.0	10,001.2	1 1,0 10.0	00.0	111.0	10,001.0
Mat-Su Youth	1,636.5	22.8	29.2	1,688.5	1,758.8	20.0	31.0	1,809.8	1,992.0	20.0	31.0	2,043.0
Facility												
Kenai	1,411.9	14.1	22.4	1,448.4	1,479.1	13.3	20.0	1,512.4	1,681.8	13.3	20.0	1,715.1
Peninsula Youth Facility												
Fairbanks Youth	3,433.7	25.7	91.1	3,550.5	3,476.7	20.8	89.8	3,587.3	3,874.5	20.8	89.8	3,985.1
Facility				2,222	-,			-,	-,-			
Bethel Youth	2,678.6	35.1	36.7	2,750.4	2,978.7	30.0	48.3	3,057.0	3,325.7	30.0	48.3	3,404.0
Facility	4.050.0	40.4	0.0	4.007.0	4.005.4	40.5	0.0	4 007 0	0.450.7	40.5	0.0	0.405.0
Nome Youth Facility	1,653.9	13.1	0.0	1,667.0	1,885.4	12.5	0.0	1,897.9	2,152.7	12.5	0.0	2,165.2
Johnson Youth	2,561.0	36.6	57.5	2,655.1	2,696.1	30.2	76.6	2,802.9	3,012.1	30.2	76.6	3,118.9
Center	_,000	00.0	0.10	_,000	_,000		. 0.0	_,000	0,0 :=::		. 0.0	5,115.5
Ketchikan	1,179.4	66.2	16.5	1,262.1	1,224.4	65.0	20.0	1,309.4	1,377.4	65.0	20.0	1,462.4
Regional Yth												
Facility Probation	0.000.0	202.0	147.0	10 422 2	11,101.3	563.0	195.9	11,860.2	10 007 0	563.0	268.3	13,068.6
Services	9,892.3	393.0	147.0	10,432.3	11,101.3	363.0	195.9	11,000.2	12,237.3	363.0	200.3	13,000.0
Delinquency	0.0	1,312.7	12.8	1,325.5	0.0	1,796.5	30.0	1,826.5	0.0	1,796.5	30.0	1,826.5
Prevention								,		•		
Youth Courts	279.2	322.6	0.0	601.8	279.5	568.5	0.0	848.0	279.5	568.5	0.0	848.0
Totals	37,048.3	2,302.9	768.4	40,119.6	40,013.2	3,169.8	922.6	44,105.6	44,473.6	3,169.8	995.0	48,638.4

Juvenile Justice Summary of RDU Budget Changes by Component From FY2007 Management Plan to FY2008 Governor

All dollars shown in thousand

	General Funds	Federal Funds	Other Funds	Total Funds
FY2007 Management Plan	40,013.2	3,169.8	922.6	44,105.6
Adjustments which will continue				
current level of service:				
-McLaughlin Youth Center	30.2	0.0	0.0	30.2
-Mat-Su Youth Facility	45.5	0.0	0.0	45.5
-Kenai Peninsula Youth Facility	44.6	0.0	0.0	44.6
-Fairbanks Youth Facility	29.4	0.0	0.0	29.4
-Bethel Youth Facility	15.7	0.0	0.0	15.7
-Nome Youth Facility	59.5	0.0	0.0	59.5
-Johnson Youth Center	31.4	0.0	0.0	31.4
-Ketchikan Regional Yth Facility	20.0	0.0	0.0	20.0
-Probation Services	-203.9	-58.7	0.0	-262.6
Proposed budget increases:				
-McLaughlin Youth Center	1,377.2	0.0	0.0	1,377.2
-Mat-Su Youth Facility	187.7	0.0	0.0	187.7
-Kenai Peninsula Youth Facility	158.1	0.0	0.0	158.1
-Fairbanks Youth Facility	368.4	0.0	0.0	368.4
-Bethel Youth Facility	331.3	0.0	0.0	331.3
-Nome Youth Facility	207.8	0.0	0.0	207.8
-Johnson Youth Center	284.6	0.0	0.0	284.6
-Ketchikan Regional Yth Facility	133.0	0.0	0.0	133.0
-Probation Services	1,339.9	58.7	72.4	1,471.0
FY2008 Governor	44,473.6	3,169.8	995.0	48,638.4